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## AGENDA

### Congestion Management & Environmental Quality (CMEQ) Committee

**Date:** Monday November 28, 2022

**Time:** 3:00 p.m.

On September 16, 2021, the Governor signed AB 361, which amended certain provisions of the Ralph M. Brown Act in order to allow for local legislative bodies to conduct their meetings remotely via telephonically or by other electronic means under specified circumstances. Thus, pursuant to Government Code section 54953(e), C/CAG Committee meetings will be conducted via remote conferencing. Members of the public may observe or participate in the meeting remotely via one of the options below.

#### **Join Zoom Meeting:**

<https://us02web.zoom.us/j/88589170098?pwd=ajNNWndSRlUvM3F0bHNjQVVHQi90QT09>

**Meeting ID: 885 8917 0098**

**Passcode: 136584**

**Join by Phone: +1-669-900-6833**

**Meeting ID: 885 8917 0098**

**Passcode: 136584**

Persons who wish to address the C/CAG CMEQ Committee on an item to be considered at this meeting, or on items not on this agenda, are asked to submit written comments to [jlacap@smcgov.org](mailto:jlacap@smcgov.org). Spoken public comments will also be accepted during the meeting through Zoom. Please see instructions for written and spoken public comments at the end of this agenda.

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- |   |                                     |              |
|---|-------------------------------------|--------------|
| 1. Brief Overview of Teleconference Meeting Procedures  | Information (Gaye)                  | No Materials |
| 2. Public comment on items not on the agenda  | Presentations are limited to 3 mins | No Materials |
| 3. Issues from the November 2022 C/CAG Board meeting: <ul style="list-style-type: none"><li>• Approval of Reso 22-94 authorizing execution of funding agreement with Town of Woodside in an amount up to \$290,848 using FY2022/23 TFCA Funds for the Glens Path Ped Safety Improvement Phase 3 Project</li><li>• Received a presentation on AB 2449 and return to in-person meetings</li><li>• Received a presentation on the update of C/CAG Congestion Relief Plan (CRP) covering fiscal years 2023 through 2027</li></ul> | Information (Gaye)                  | No Materials |
| 4. Approval of minutes of October 31, 2022 meeting  | Action (O'Neill)                    | Pages 1-5    |
| 5. Receive a Presentation on C/CAG's Equity Assessment and Framework Development project  | Information (Springer)              | Pages 6-12   |

555 County Center, 5<sup>th</sup> Floor, Redwood City, California 94063

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- |  |                           |              |
|--|---------------------------|--------------|
| 6. Review and recommend approval of the Joint Call for Projects for the C/CAG and San Mateo County Transportation Authority Shuttle Program for Fiscal Years 23/24 & 24/25.  | Action (Kalkin)           | Pages 13-20  |
| 7. Review and recommend Board approval of the San Mateo County Shared Micromobility Feasibility Study and Implementation Plan  | Action (Wever)            | Pages 21-27  |
| 8. Review and recommend approval of the revised composition of members and voting roles on the Congestion Management and Environmental Quality (CMEQ) Committee to include one representative from the San Francisco Bay Area Rapid Transit District (BART). | Action (Charpentier)      | Pages 28-32  |
| 9. Review and approval of the 2023 CMEQ meeting calendar.  | Action (Gaye)             | Page 33      |
| 10. Executive Director Report  | Information (Charpentier) | No Materials |
| 11. Member comments and announcements  | Information (O'Neill)     | No Materials |
| 12. Adjournment and establishment of next meeting date:<br><b>January 30, 2023</b>   | Action (O'Neill)          | No Materials |

**PUBLIC NOTICING:** All notices of C/CAG regular Board meetings, standing committee meetings, and special meetings will be posted at the San Mateo County Court Yard, 555 County Center, Redwood City, CA, and on C/CAG's website at: <http://www.ccag.ca.gov>.

**PUBLIC RECORDS:** Public records that relate to any item on the open session agenda for a regular Board meeting, standing committee meeting, or special meeting are available for public inspection. Those public records that are distributed less than 72 hours prior to a regular Board meeting are available for public inspection at the same time they are distributed to all members, or a majority of the members, of the Board. The Board has designated the City/County Association of Governments of San Mateo County (C/CAG), located at 555 County Center, 5th Floor, Redwood City, CA 94063, for the purpose of making public records available for inspection. Such public records are also available on C/CAG's website at: <http://www.ccag.ca.gov>. Please note that C/CAG's office is temporarily closed to the public; please contact Mima Guilles at (650) 599-1406 to arrange for inspection of public records.

**PUBLIC PARTICIPATION DURING VIDEOCONFERENCE MEETINGS:** Persons with disabilities who require auxiliary aids or services to participate in this meeting should contact Mima Guilles at (650) 599-1406, five working days prior to the meeting date.

Written comments should be emailed in advance of the meeting. Please read the following instructions carefully:

1. Your written comment should be emailed to [jlacap@smcgov.org](mailto:jlacap@smcgov.org).
2. Your email should include the specific agenda item on which you are commenting or note that your comment concerns an item that is not on the agenda.
3. Members of the public are limited to one comment per agenda item.
4. The length of the emailed comment should be commensurate with the two minutes customarily allowed for verbal comments, which is approximately 250-300 words.
5. If your emailed comment is received at least 2 hours prior to the meeting, it will be provided to the C/CAG CMEQ Committee members, made publicly available on the C/CAG website along with the agenda. We cannot guarantee that emails received less than 2 hours before the meeting will be read during the meeting, but such emails will be included in the administrative record of the meeting.

Spoken comments will be accepted during the meeting through Zoom. Please read the following instructions carefully:

1. The C/CAG Board meeting may be accessed through Zoom at the online location indicated at the top of this agenda.
2. You may download the Zoom client or connect to the meeting using an internet browser. If using your browser, make sure you are using a current, up-to-date browser: Chrome 30+, Firefox 27+, Microsoft Edge 12+, Safari 7+. Certain functionality may be disabled in older browsers including Internet Explorer.
3. You will be asked to enter an email address and name. We request that you identify yourself by your name as this will be visible online and will be used to notify you that it is your turn to speak.
4. When C/CAG staff or CMEQ Chair call for the item on which you wish to speak, click on "raise hand." Staff will activate and unmute speakers in turn. Speakers will be notified shortly before they are called on to speak.

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5. When called, please limit your remarks to the time allotted.  
If you have any questions about this agenda, please contact C/CAG staff: Jeff Lacap, [jlacap@smcgov.org](mailto:jlacap@smcgov.org)

**CITY/COUNTY ASSOCIATION OF GOVERNMENTS COMMITTEE ON CONGESTION  
MANAGEMENT AND ENVIRONMENTAL QUALITY (CMEQ)**

**MINUTES  
MEETING OF October 31, 2022**

The meeting was called to order by Chair O'Neill at 3:02 p.m. via Zoom Videoconference. Roll call for attendance was taken. Attendance sheet is attached.

**1. Brief Overview of Teleconference Meeting Procedures**

Jeff Lacap, C/CAG Staff, provided an overview of the teleconference meeting procedures.

**2. Public comment on items not on the agenda**

None.

**3. Issues from the September 2022 C/CAG Board meeting. (Information)**

Jeff Lacap, C/CAG Staff, noted the agenda listed the status of items recently addressed by the C/CAG Board, and offered to respond to any questions.

**4. Approval of minutes of the September 26, 2022 meeting. (Action)**

*Motion – To approve the minutes of the September 26, 2022 CMEQ meeting, Papan/Sullivan. Beach, Bonilla, O'Neill, Reddy, Holober, McCune, Sullivan, Papan, Penrose, Salazar, and Alba. Motion Passes 11-0.*

**5. Receive a presentation on the San Mateo County Shared Micromobility Feasibility Study and Implementation Plan**

Kim Wever, C/CAG Staff, presented on the San Mateo County Shared Micromobility Feasibility Study and Implementation Plan. Kim requested that the committee provide feedback on the Draft Plan and addressed committee members' questions and comments.

Member Papan inquired about the pilot start date of 2024. She also recommended partnering with corporate entities for sponsorship opportunities and getting lessons learned from those with bicycles on their campuses. She concluded by stating that Burlingame and Millbrae have funding for a Micromobility program which they hope to implement soon. Kim Wever responded that staff will first form a governance committee to help refine the requirements in the RFP and set a tentative implementation date of 2024. Kim also added that private sector sponsorship is an option and staff will look into incorporating corporate entities to the program.

Member Bonilla expressed the need to implement the Micromobility program sooner than 2024. He also inquired whether vendors would have staff available to rebalance the bicycles. Kim responded that rebalancing will be a key factor for vendor selection, and that currently some cities have indicated that vendors have been successful at rebalancing the vehicles. C/CAG Executive Director Charpentier also noted that the implementation schedule encompasses time for C/CAG to identify funding for the Micromobility program.

Member Reddy noted that Redwood City currently has scooters that are accessible for adults. She indicated that she has seen youths riding scooters without a helmet at high speeds. She inquired whether the program guidelines will incorporate speed limits and helmet requirements. Kim responded that the program guidelines set the speed limit at 15 mph; however, it will be refined by the governance committee. She also added that we hope to partner with Santa Clara Valley Bicycle Coalition to give away helmets.

Member Sullivan further inquired whether patrons will be able to reserve a bicycle ahead of time and will the app indicate the availability of bikes at certain locations. Kim indicated that the pilot would test where the demand is during a certain time. C/CAG Program Director Kaki Cheung noted that the bikeshare application does not allow reservations for bicycles; however, the app does indicate the availability of bikes.

Member Beach noted that many of the reasons why people do not ride bicycles is due to safety concerns. She inquired whether there is any consideration to select locations with existing cycling infrastructure. Kim responded that considerations for selecting locations with bicycle infrastructure will be discussed when meeting with the selected operator and governance committee.

Chair O'Neill inquired whether the Micromobility program will be extended to the coastal cities for recreational purposes. Kim responded that there are recommendations for launching a satellite program with different guidelines for the coastal communities.

Member Alba expressed support for program implementation prior to 2024. She also advocated for bike share programs, which would assist users in achieving longer distances.

Member Penrose indicated that Commute.org surveyed the coastal cities and found that the majority of travel patterns occurred locally. She expressed her support for a satellite program in coastal cities.

**6. Review and recommend Board approval of a total of \$290,848 in Fiscal Year 2023 Transportation Fund for Clean Air Funds for Town of Woodside's Glens Path Pedestrian Safety Improvements Phase 3 Project**

Kim Wever explained that an amount of \$290,848 remains in the Fiscal Year 2022-2023 TFCA funding cycle as "Other Projects to be determined." Staff originally planned to allocate this funding to active transportation and first last mile solutions such as shared micromobility program. However, Air District recently informed the Agency that this amount needs to be programmed by November 4, 2022, and the shared micromobility program needs additional time to incorporate feedback from C/CAG Committees and Board, as well as the participating jurisdictions. To ensure the timely obligation and use of funds, C/CAG staff proposes to direct this limited amount to the next highest scoring small project from the recent One Bay Area Grant (OBAG 3) Call for Projects.

Member Reddy expressed that as she was reviewing the proposal for the Town of Woodside's Glens Path Pedestrian Safety Improvement Phase 3 project, she noticed that the project will not impact a large population; she questioned whether this will be a factor when considering support for the project. C/CAG Executive Director Charpentier indicated that this project was

the next highest ranked “small” project that could be partially funded. Additionally, the amount of funding would make a difference.

*Motion- To approve a total of \$290,848 in Fiscal Year 2023 Transportation Fund for Clean Air Funds for Town of Woodside’s Glens Path Pedestrian Safety Improvements Phase 3 Project. Bonilla/Penrose. Beach, Bonilla, O’Neill, Reddy, Brown, Holober, McCune, Sullivan, Papan, Penrose, Salazar, and Alba. Motion Passes 12-0*

## **7. Discuss Committee Membership Composition**

Director Charpentier informed the committee that BART has expressed interest in increasing its engagement and collaboration with San Mateo County. He recommended that the CMEQ Committee should consider adding a BART seat as a non-voting member to the committee. Sean noted that staff will follow-up with a letter of interest and an amendment to the resolution codifying the member composition and voting roles of the CMEQ Committee to add BART as a non-voting member at the November 28, 2022 CMEQ meeting. Sean also introduced Pamela Herhold the Assistant General Manager at BART.

Commissioner Papan noted that SMC has no representation on the BART Board thus it would be beneficial to have BART as a non-voting member of the CMEQ Committee.

Member Holober opposed BART having a seat on the CMEQ committee. He noted that the county has no representation on the BART Board and also expressed his dissatisfaction with the Agency’s engagement with the county.

Members Bonilla, Beach, Sullivan, Penrose, and Reddy expressed their support for the inclusion of BART seat in the CMEQ Committee.

## **8. Executive Director Report (Information)**

Sean Charpentier, C/CAG Executive Director provided the following updates:

- C/CAG Equity Assessment will be presented at the next CMEQ meeting
- Committee meetings will return to in-person meetings in March 2023; There is limited opportunity for meeting remotely for legislative members
- Committee meetings will be streamed to allow public participation

## **9. Member comments and announcements (Information)**

Commissioner Papan shared that MTC is in search of a new Executive Director, and she will be serving on the selection panel.

Member Penrose recommended that the CMEQ Committee hold their public meeting at the Half Moon Bay Public Library.

Member Bonilla expressed that he will be stepping down from the CMEQ Committee and his last day is on the November 28, 2022 meeting.

**10. Adjournment and establishment of next meeting date**

The meeting adjourned at 4:00 p.m. The next regular meeting was scheduled for November 28, 2022

2022 C/CAG Congestion Management & Environmental Quality (CMEQ) Committee Attendance Report													
Name	Representing	Jan	Feb	Mar	Apr	May	Jun	Jul (No Mtg.)	Aug	Sept	Oct	Nov	Dec (No Mtg.)
Emily Beach (Burlingame City Council Member)	Elected Official	X	X	X	X		X		X	X	X		
Rick Bonilla (San Mateo City Council Member)	Elected Official		X	X	X	X	X		X	X	X		
Julia Mates (Belmont City Council Member)	Elected Official		X		N/A	N/A	N/A						
Mike O'Neill (Pacifica City Council Member)	Elected Official	X	X	X	X	X				X	X		
Diana Reddy (Redwood City Council Member)	Elected Official	X	X	X	X	X	X		X		X		
Dick Brown (Woodside Town Council Member)	Elected Official	X	X	X	X	X			X	X	X		
Reuben Holofer (Millbrae City Council Member)	Elected Official	X	X	X	X		X		X	X	X		
Tom McCune (Belmont City Council Member)	Elected Official	X			X	X	X		X	X	X		
Patrick Sullivan (Foster City Council Member)	Elected Official	X		X	X		X		X	X	X		
Gina Papan (MTC Commissioner)	Metropolitan Transportation Commission (MTC)		X	X	X	X	X		X	X	X		
Lennie Roberts	Environmental Community		X	X	X	X	X		X	X			
Juan Salazar	Business Community		X	X		X	X			X	X		
Peter Ratto	San Mateo County Transit District (SamTrans)	X	X	X	X	X	X		X	X	X		
Jessica Alba	Public Member	X		X	X	X	X		X	X	X		
<i>Vacant</i>	<i>Peninsula Corridor Joint Powers Board (Caltrain)</i>												
Deborah Penrose	Agencies with Transportation Interests		X	X	X	X	X		X	X	X		

**Staff and Guests in attendance for the October 28, 2022 Meeting**

Sean Charpentier, Eva Gaye, Jeff Lacap, and Kim Wever, - C/CAG Staff  
Pamela Herhold,-BART



## **C/CAG AGENDA REPORT**

Date: November 28, 2022

To: Congestion Management and Environmental Quality Committee (CMEQ)

From: Kim Springer, Transportation Systems Coordinator

Subject: Receive Presentation on C/CAG's Equity Assessment and Framework Development project

(For further information, contact Kim Springer at [kspringer@smcgov.org](mailto:kspringer@smcgov.org))

### **RECOMMENDATION**

Receive a presentation on C/CAG's Equity Assessment and Framework Development Project and provide comment and input to consultant and staff.

### **FISCAL IMPACT**

The existing Mariposa Planning Solutions (consultant) agreement is for \$170,000, with a contingency of \$17,000.

### **SOURCE OF FUNDS**

This project is being funded with a combination of Surface Transportation Program Planning grant and general funds.

### **BACKGROUND**

On April 24, 2022, the C/CAG Board of Directors adopted Resolution 22-16 authorizing the C/CAG Executive Director to execute an agreement with Mariposa Planning Solutions (Consultant) for the C/CAG Equity Assessment and Framework Development Project (Project). The Project includes engaging with other partner agencies, community-based organizations (CBOs), C/CAG staff, and the C/CAG Board and committees, to establish the following deliverables: a San Mateo County historical perspective of effects of discrimination, a definition of equity and pledge specific to C/CAG's scope of influence, geographic and demographic mapping of Equity Priority Communities (EPCs) in San Mateo County, and a framework for future efforts by C/CAG to address disparities.

An amount of \$20,000 was allocated to engage with CBOs to provide input at various project stages. The Consultant established an agreement with Peninsula Conflict Resolution Center (PCRC). They jointly identified four additional CBOs, who would help bring additional community members into the discussion. The Consultant and staff held a Community Working Group meeting with the PCRC and representatives from Youth Leadership Institute, Samaritan House, Nuestra Casa, Silicon Valley Bicycle Coalition, and the Housing Leadership Council, to introduce them to the Project and begin receiving feedback for the project. Staff and the Consultant held a meeting with partner agencies, including: Peninsula Clean Energy, SamTrans, the San Mateo County Transit District, San Mateo County Health, Commute.org, the County Office of Sustainability, and the County Equity Office.

In addition, the Consultant has held meetings with C/CAG staff and the C/CAG Board to share input collected to date, understand a historical perspective of past policy and actions on the part of national, state, and local agencies and communities and their effects on existing disparities; review a draft definition of Equity; and to gather program-specific input. The full Draft Equity Definition is provided as an attachment to this staff report.

Based on the input received by the C/CAG Equity Assessment and Framework Development, Agency Partner meeting and Community Working Group meeting participants, the following key themes were identified, which contributed to the development of a draft equity definition.

- Set the context first by acknowledging the history of racial and social inequality in San Mateo County and how inequality and injustice are manifested today in community outcomes.
- Focus on advancing racial and social equity to the greatest degree possible to address these historic and existing injustices and inequities.
- Use existing harm avoidance/reduction legal requirements as the floor, not the ceiling.
- Distinguish between equity and equality.
- Both process and outcome equity are key.
- Establish a definition that, to the greatest degree possible, is actionable and applicable to C/CAG's role and mission in the County.
- Consider building from the County's recently established equity definition and ensure a collaborative spirit with other agency partners.

Based on the above bullet points, the current draft definition, without the additional context provided in the attached document is:

**C/CAG is committed to helping rectify historic harms to people of color and other Equity Priority Communities and Populations and addressing longstanding disparities by centering these voices and providing benefits for these populations in the work we do. By doing so, C/CAG will help achieve the County of San Mateo's definition of Equity: Just and fair inclusion into a society in which all can participate, prosper, and reach their full potential. C/CAG and other local and countywide agencies will know we are making progress in improving equity when neighborhood, race, ethnicity, gender, age, disability, income, sexual orientation or expression has no detrimental effect on the distribution of resources, opportunities and outcomes for our County's residents.<sup>1</sup>**

The final equity definition will be used as a "compass" to guide C/CAG's equity efforts and will be posted on the C/CAG website and potentially include in other planning and related documents.

Since the Consultant and staff presented at the October 13, 2022 C/CAG Board meeting, C/CAG staff have provided updates to the Bicycle and Pedestrian Advisory Committee (BPAC) and the Resource Management and Climate Protection Committee (RMCP), for discussion and feedback. Staff acknowledge that we have received comments regarding strengthening the definition of success beyond "no detrimental effect on distribution of resources..." to include addressing past underinvestment. The

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1 Adapted from the County of San Mateo and City of Oakland Department of Transportation (DOT) Equity Definitions: <https://www.smcgov.org/ceo/smc-equity#:~:text=The%20County%20of%20San%20Mateo,to%20reach%20their%20full%20potential>. The County's Equity Definition was adapted from Policy Link's definition of equity: <https://www.policylink.org/about-us/equity-manifesto>; Adapted from <https://www.oaklandca.gov/resources/oakdot-geographic-equity-toolbox#:~:text=In%20Oakland%2C%20the%20City%20defines,outcomes%20for%20our%20City's%20residents>.

version include in this packet is the same version that went to the C/CAG Board of Directors, RMCP, and the BPAC. Staff will incorporate comments into a redline version after hearing from the CMEQ committee.

The Project team has also gained greater clarity and made progress towards defining EPC's demographically and geographically. Attachment 2 includes sample maps of various equity indicators. The first map includes an overlay of:

1. C/CAG Equity Focus Areas from its adopted Bicycle and Pedestrian Plan
2. SamTrans Equity Priority Areas
3. MTC Communities of Concern
4. Cal Enviro Screen
5. USDOT Disadvantaged Communities.

The map overlays a number of the above (5) indicators which "cover" similar area boundaries in San Mateo County and shows how the indicators may differ. Other maps included in Attachment 2 are sample maps, the first referring to heat island, which may be useful for the Stormwater green infrastructure program location priority, and estimated risk of displacement, which may be useful information for consideration for energy programs; energy burden.

Christopher Lepe, principal at Mariposa Planning Solutions, will make a presentation to the CMEQ Committee to share progress on the Project to date, the indicators in discussion for identifying EPCs, and the Draft Equity Definition. Staff and Consultant request feedback from the Committee on these topics, in particular the Draft Equity Definition (included as Attachment 1), the direction of the project team's EPC mapping work, and approaches to potential shifting of resources to address historical disparities in EPCs.

#### **ATTACHMENT**

1. Draft Equity Definition
2. Equity Priority Community Maps

The following documents will be available on the C/CAG CMEQ website at:

<https://ccag.ca.gov/committees/congestion-management-and-environmental-quality-committee/>

3. Draft Historical Perspective Memo
4. Phase I Input Summary



## Draft C/CAG Equity Definition – 9/27/22

### Key themes/principals in developing C/CAG’s Draft Equity Definition:

Based on the input received by the C/CAG Equity Assessment and Framework Development Agency Partner Meeting and Community Working Group Meeting participants, the following key themes were used to develop the agency’s Draft Equity Definition.

- Set the context first by acknowledging the history of racial and social inequality in San Mateo County and how inequality and injustice are manifested today in community outcomes.
- Focus on advancing racial and social equity to the greatest degree possible in order to address these historic and existing injustices and inequities.
- Use existing harm avoidance/reduction legal requirements as the floor, not the ceiling.
- Distinguish between equity and equality.
- Both process and outcome equity are key.
- Establish a definition that, to the greatest degree possible, is actionable and applicable to C/CAG’s role and mission in the County.
- Consider building from the County’s recently established equity definition and ensure a collaborative spirit with other agency partners.



## Draft Definition:

In San Mateo County and across the nation, people of color, those experiencing poverty, people experiencing disabilities, people with limited English proficiency, zero-car households, seniors, single parent families, and rent-burdened households and other identities and demographics have for generations been subject to disproportionate negative impacts and insufficient benefits resulting from government and private sector laws, policies, plans, projects, programs, and actions.<sup>1</sup> C/CAG recognizes such unjust processes and decisions have contributed to the unfair and unequal distribution of resources and persistently unequal economic, health, and quality of life outcomes for these populations and communities.

**C/CAG is committed to helping rectify historic harms to people of color and other Equity Priority Communities and Populations and addressing longstanding disparities by centering these voices and providing focused benefits for these populations in the work we do. By doing so, C/CAG will help achieve the County of San Mateo's definition of Equity: Just and fair inclusion into a society in which all can participate, prosper, and reach their full potential. C/CAG and other local and countywide agencies will know we are making progress in improving equity when neighborhood, race, ethnicity, gender, age, disability, income, sexual orientation or expression has no detrimental effect on the distribution of resources, opportunities and outcomes for our County's residents.<sup>2</sup>**

C/CAG will use federal and state laws and regulations that call for the avoidance or reduction of disproportionate negative impacts of policies, projects, programs, and plans to people of color and other Equity Priority Communities as a starting point, with the goal of improving outcomes for those in greatest need through all relevant aspects of our work.<sup>3</sup>

In order to advance equity, we will focus on both process and outcomes. Process equity means that we ensure access, influence, and decision-making power for underserved communities, people of color, and other EPCs.<sup>4</sup> Process equity includes full and meaningful engagement of historically and currently impacted, vulnerable, and underserved communities. Process equity helps lead to, but should not be the only vehicle for, improving equity outcomes. Achieving outcome equity will also require that we focus on addressing disparities and make tangible commitments and fully leverage our operations and

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<sup>1</sup> Metropolitan Transportation Commission's (MTC) Equity Priority Community (EPC) demographic factors include: People of Color; Low-Income (<200% Federal Poverty Level-FPL); Limited English Proficiency; Zero-Vehicle Household; Seniors 75 Years and Over; People with Disability; Single Parent Families; Rent-Burdened

<sup>2</sup> Adapted from the County of San Mateo and City of Oakland Department of Transportation (DOT) Equity Definitions: <https://www.smcgov.org/ceo/smc-equity#:~:text=The%20County%20of%20San%20Mateo,to%20reach%20their%20full%20potential>. The County's Equity Definition was adapted from Policy Link's definition of equity: <https://www.policylink.org/about-us/equity-manifesto>; Adapted from <https://www.oaklandca.gov/resources/oakdot-geographic-equity-toolbox#:~:text=In%20Oakland%2C%20the%20City%20defines,outcomes%20for%20our%20City's%20residents>. The County of San Mateo's Equity Definition was adapted from Policy Link's equity definition <https://www.policylink.org/about-us/equity-manifesto>

<sup>3</sup> <https://www.epa.gov/environmentaljustice/learn-about-environmental-justice>

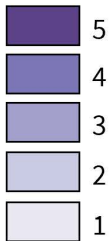
<sup>4</sup> Adapted from <https://www.interstatebridge.org/equity>

programs, including establishing, assessing, monitoring, evaluating, and reporting on progress towards relevant equity goals over time.

C/CAG's program areas are diverse and consist of transportation, land use and housing, stormwater pollution and water, energy, and climate change. We will provide countywide leadership and work in coalition with our partner agencies and CBOs to leverage our respective strengths and resources thereby creating synergistic benefits around topics and issues associated with C/CAG's programs and responsibilities. If we are successful in working in collaboration and partnership with our partner agencies and local nonprofits serving the needs and priorities of EPC's, we will optimize the community benefits of our work, create greater community inclusion and trust, and bring us closer to a more equitable future.

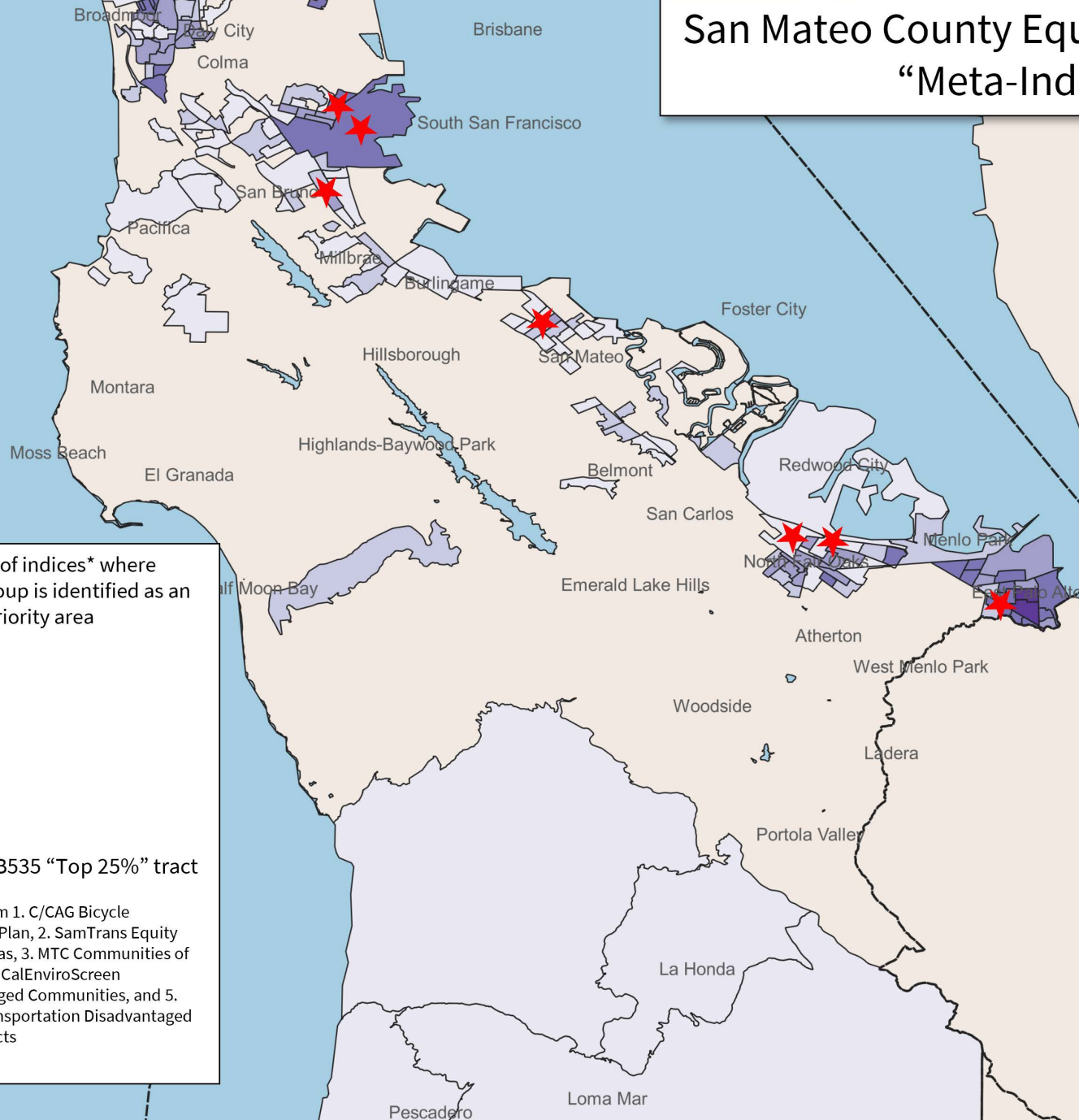
# San Mateo County Equity “Meta-Index”

Number of indices\* where  
block group is identified as an  
equity priority area



★ SB535 “Top 25%” tract

\*Drawn from 1. C/CAG Bicycle  
Pedestrian Plan, 2. SamTrans Equity  
Priority Areas, 3. MTC Communities of  
Concern, 4. CalEnviroScreen  
Disadvantaged Communities, and 5.  
USDOT Transportation Disadvantaged  
Census Tracts



## **C/CAG AGENDA REPORT**

**Date:** November 28, 2022

**To:** Congestion Management and Environmental Quality Committee (CMEQ)

**From:** Susy Kalkin, Transportation Systems Coordinator

**Subject:** Review and recommend approval of the Joint Call for Projects for the C/CAG and San Mateo County Transportation Authority Shuttle Program for Fiscal Year 23/24 & Fiscal Year 24/25.

(For further information contact Susy Kalkin at [kkalkin@smcgov.org](mailto:kkalkin@smcgov.org))

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### **RECOMMENDATION**

That the Committee review and recommend approval of the Joint Call for Projects for the C/CAG and San Mateo County Transportation Authority Shuttle Program for Fiscal Year 23/24 & Fiscal Year 24/25.

### **FISCAL IMPACT**

For the FY 23/24 & FY 24/25 funding cycle it is anticipated there will be approximately \$11,000,000 available.

### **SOURCE OF FUNDS**

Funding to support the shuttle programs will be derived from the Congestion Relief Plan adopted by C/CAG and is anticipated to include \$1,000,000 in funding (\$500,000 for FY 23/24 and \$500,000 for FY 24/25). Additionally, the San Mateo County Transportation Authority (TA) anticipates allocating approximately \$10,000,000 in Measure A Sales Tax funds for the two-year funding cycle. The C/CAG funding will be predicated on the C/CAG Board of Directors approving shuttle funding in the amount of \$500,000 for each fiscal year through the budget adoption process.

### **BACKGROUND/DISCUSSION**

For the upcoming San Mateo County Shuttle Program, C/CAG will again partner with the San Mateo County Transportation Authority to issue a joint call for projects (CFP) for FY 23/24 and FY 24/25. The combined program is designed to utilize one call for projects, one application, and one scoring committee. Once proposed projects have been scored they will be brought to each respective Board of Directors for the funding allocation from the respective agency.



The result of this process will be a single prioritized list of projects to be funded by each agency. After the funding allocations are made by each Board of Directors, staff from each agency will be responsible for administering their agency's funding agreements with the shuttle program project sponsors.

### **Program Overview**

The funding for this CFP is intended to start new local transportation services, augment existing services, or continue projects previously funded by the Shuttle Program. Shuttles funded through this program must be open to the general public, and must conform to all applicable federal, state and local laws and regulations.

### **Updated Guidelines and Evaluation Approach**

In September 2021, SamTrans and Caltrain adopted the [Peninsula Shuttle Study](#) (Study) that was conducted in coordination with the TA, C/CAG, and Commute.org to streamline the management and operations of the multi-agency Peninsula Shuttle Program. The primary focuses of the study were to modernize data management, enhance rider communication, and simplify core management roles. As part of the process, the Study recommended new General Guideline Requirements & Screening Criteria (Attachment 1) and Evaluation & Scoring Metrics (Attachment 2) for the TA and C/CAG to use as part of the CFP grant process. The new approach focuses on data-driven performance metrics and simplifies the application process for sponsors.

### **Match Requirement Changes Due to COVID-19 Pandemic**

Project sponsors must provide a minimum of match of 25% toward the total cost of the shuttle proposed for funding. In previous cycles, a 50% match was required for sponsors of existing shuttles that had failed to meet the "operating cost per passenger" benchmark during the prior cycle. However, given the COVID-19 pandemic and varying return to work practices in San Mateo County, it is recommended that this criterion not be assessed this cycle, but will be evaluated for the next FY 25/26 & FY 26/27 cycle. The source of matching funds is at the discretion of the project sponsor but cannot be C/CAG funds or San Mateo County Transportation Authority Measure A Local Shuttle Program funds.

### **Tentative Timeline for Project Review and Approval:**

- November 28, 2022 - CMEQ Presentation
- December 15, 2022 – CMP TAC Presentation
- January 3, 2023 – TA Citizen's Advisory Committee (CAC) Presentation
- January 5, 2023 – TA Board of Directors Presentation
- January 12, 2023 – C/CAG Board of Directors Presentation
- January 13, 2023 – Call for Projects Officially Released

- February 24, 2023 – Applications Due
- March & April 2023 – SamTrans Operations Planning Shuttle Network Concurrence & CFP Evaluation Committee Scoring Period
- May 2023 – Draft Recommendations Presentation to TA CAC & Board and C/CAG CMEQ & TAC
- June 2023 – Final Shuttle Program Adoption by TA & C/CAG Boards

## **ATTACHMENTS**

1. San Mateo County Shuttle Program - General Guideline Requirements and Screening Criteria
2. San Mateo County Shuttle Program - Evaluation and Scoring Metrics

**Exhibit A. General Guideline Requirements and Screening Criteria**

All proposed shuttle applications must meet all of the guideline requirements and screening criteria listed in the table below and include the appropriate attachments with the applications.

Criteria	Description
<b>Eligibility</b>	
Project is located in San Mateo County	Shuttle serves residents or employers in San Mateo County
Applicant is an eligible agency	Applicants may include local jurisdiction or Commute.org; may also be partnered with other public, non-profit, or private entities to co-sponsor
Applicant provides a governing board resolution (Attachment 1)	Applicant provides a board resolution in support of the proposed shuttle service application which includes the following: service description and benefits, total project cost and matching funds provided, certifies non-supplantation of funds, and authorizes Sponsor's Chief Executive or City/Town Manager (or similar) to execute a funding agreement with the TA or C/CAG
<b>Need &amp; Service Principles</b>	
Shuttle provides coordinated first/last mile connection to a major transit station or regional bus route	Eligible services include Caltrain, BART, WETA, and regional bus routes (including SamTrans ECR, 292, 110, 17, and 294, as well as Dumbarton Express)
Shuttle is open to the public and serves a range of users	Shuttles do not limit public access. A single employer does not account for >75% of ridership based on survey data.
Shuttle vehicles are ADA-accessible and can accommodate bicycles	Shuttle provider opts into SamTrans shuttle contract or provides vehicle specifications and photos of independently-operated shuttle vehicles
<b>Operations &amp; Readiness</b>	
Applicant provides an operating plan and service map (Attachment 2)	Applicant provides operating plan summarizing proposed schedule, stops, and operator. Applicant provides photos of stops. Applicant agrees to notify the TA, C/CAG, and SamTrans in writing of service changes in advance of implementation or risk losing funding for periods where changes were implemented.
SamTrans Shuttle Network Concurrence Review	SamTrans Operations Planning will provide a concurrence review of all submitted applications to assess the entire network of shuttles. The review will assess overlap with existing and proposed bus/shuttle services and access for equity focus areas. Applicants agree to incorporate route or stop modifications recommendations, where feasible.
Monitoring and quarterly reporting	Applicant agrees provide AVL and APC data to SamTrans (either via their own system or one provided by SamTrans). Applicant agrees to provide quarterly files summarizing ridership by stop and by trip (in format specified by SamTrans), participation in annual survey by SamTrans, and preparation of quarterly financial/progress reports required by the TA or C/CAG. Applicant agrees to manage customer service and rider feedback with summaries provided in quarterly progress reports.
Funding plan	Minimum match of 25% is required. C/CAG and TA Measure A/W funds are not eligible as match except for Local Streets & Road funds. No increased match will be required this cycle for underperforming existing shuttles due to the impacts of the COVID-19 pandemic. Funding plan may include costs directly tied to the shuttle service, such as leasing vehicles, operations, marketing and outreach, and staff time directly associated with shuttle administration are eligible. Vehicle purchase and overhead, indirect or other staff costs are not eligible.
<b>Customer Service/Information</b>	
Applicant provides a Marketing plan (Attachment 3)	Marketing plan identified to provide information and marketing materials to potential riders. Applicant will be responsible for providing SamTrans with a GTFS feed accompanied by a list and map of stops for use on the SamTrans website, app, and third-party trip planning and real-time tracking apps.
Provide signage at all stops	Applicant agrees to install signage at all stop locations.

**Exhibit B. Evaluation and Scoring Metrics**

Table B.1 below summarizes the application metrics and questions along with the associated possible points. Table B.2 summarizes the weightings based on whether an application is a previously funded existing shuttle from FY 2023 or is a newly proposed service.

**Table B.1 Application Metrics and Scoring Rubric**

Criteria	Description	Points Possible	Responsibility	Methodology Notes
<b>Goal 1: Equity</b>				
1.1 - Serves residents in a SamTrans Equity Zone	Shuttle serves residents in an Equity Zone as identified by Reimagine SamTrans	0 - No 1 - Yes	Coverage of proposed routes, populated by TA Staff	Route design reflects intent to connect residents of a Community of Concern to regional transit
1.2 - Serves lower income riders	Percent of riders potentially qualifying for very low-income housing assistance	1 - 0% to 19% 2 - 20% to 39% 3 - 40% to 59% 4 - 60% to 79% 5 - 80% to 100%	Based on results of 2022 Shuttle Annual Survey, populated by TA staff	Based on annual survey data and County of San Mateo very low-income housing assistance limits (by household size and income)
1.3 - Assessment of equity need	Staff review of how the proposed shuttle would serve low-income communities, communities of color, seniors, or other vulnerable populations.	Scores of 1 to 5 based on quintiles of staff rankings	Written response by applicant	Based on applicant's description as well as assessment of local context. Consider how reliant riders are on the shuttle and how the shuttle serves key destinations for underserved populations.
<b>Goal 2: First/Last Mile Need</b>				
2.1 Overlaps with existing bus and shuttle services	Staff review of proposed shuttle relative to existing bus or shuttle service in the proposed service area	0 - Serves similar geographic area; similar span of service/headways; similar connections 1 - Serves similar geographic area but more or substantially different service (e.g. more frequent peak period service) 2 - Does not serve similar geographic area & provides new or substantially different service	Based on SamTrans Shuttle Network Concurrence Review of proposed route, populated by SamTrans staff	Geographic area defined as 1/4 mile walksheds from stops. Consider overlap with both public and private services and whether any services already have tapped into the market

Criteria	Description	Points Possible	Responsibility	Methodology Notes
2.2 - Leverages matching funds	1 point for meeting the minimum match amount; 1 point for each additional match tier	1 - 25% match to 29% 2 - 30% to 34% 3 - 35% to 39% 4 - 40% to 44% 5 - 45% to 49% 6 - 50% to 54% 7 - 55% to 59% 8 - 60% to 64% 9 - 65% to 70% 10- >70%	Funding plan provided by applicant	Match subject to change based on program funding availability
2.3 - Assessment of first/last mile need	Staff review of how the proposed shuttle would address first/last mile gaps between regional transit and employment centers, residential areas, and/or activity centers	Scores of 1 to 5 based on quintiles of staff rankings	Written response by applicant	Based on applicant's description as well as assessment of local context. Consider how critical the service is for first/last mile connections to regional transit and whether other options are available.
<b>Goal 3: Ridership</b>				
3.1 - Daily ridership	Based on ridership data from the previous six months for existing shuttles For new shuttles, ridership potential should be qualitatively evaluated by the reviewer based on application materials, and may be assigned a ranking in comparison to a shuttle with comparable characteristics	Scores of 1 to 5 based on quintiles of applications received	Based on results of 2022 Shuttle Annual Survey, populated by TA staff	For new shuttles, comparable characteristics include: subsidized transit fares; number/density of people and jobs served; duplication with other services; serving commuter and community markets; etc.
3.2 - Productivity	Passengers per revenue hour, based on ridership and service data from the previous six months	Scores of 1 to 5 based on quintiles of applications received	Based on results of 2022 Shuttle Annual Survey, populated by TA staff	New shuttles should estimate productivity using estimated daily ridership & revenue hours
3.3 - Cost efficiency	Net subsidy per passenger for TA-C/CAG funds, based on data from previous six months. Calculation excludes matching funds.	Scores of 1 to 5 based on quintiles of applications received	Based on results of 2022 Shuttle Annual Survey, populated by TA staff	New shuttles should estimate productivity using estimated daily ridership & cost

Criteria	Description	Points Possible	Responsibility	Methodology Notes
3.4 - VMT reduction	Shuttles reduce vehicle miles traveled	Scores of 1 to 5 based on quintiles of applications received	Based on results of 2022 Shuttle Annual Survey, populated by TA staff	<p>VMT Prevented = [% of Riders Shifted from Driving] * [Average Length of Home-to-Work Journey by Home Zip Code] * [Average Daily Ridership]</p> <p>[% of Riders Shifted from Driving] = Based on annual rider survey results, what percentage of riders report that they would commute entirely by car if the shuttle did not exist</p> <p>New shuttles estimated based on comparable ridership, mode shift, and trip length estimates</p>
3.5 - Assessment of ridership growth potential	Staff review of a shuttle's potential to grow ridership.	Scores of 1 to 5 based on quintiles of staff rankings	Written response by applicant	Based on applicant's description as well as assessment of local context. Assessment should focus on whether the shuttle serves an area with significant development activity and whether it has demonstrated a sustained ridership growth trend. May also consider whether major changes to shuttle planning or TDM programs have the potential to affect ridership, such as increased GoPass participation and other transit subsidies by nearby employers, expansion of frequency or service hours, and adjustments to route to serve bidirectional markets of residents and employees.
<b>Bonus Points</b>				
B.1 - Clean-fuel vehicles	Shuttle does not use diesel, gasoline, or natural gas	0 - No 1 - Yes	Written response by applicant	Based on applicant's description of shuttle vehicles
B-2 - Off-peak service	Shuttle provides off-peak service (i.e., midday)	0 - No 1 - Yes	Written response by applicant	Shuttle schedule includes off-peak service (e.g. greater than 8 hours of service per day, outside of peak periods from 6am-10am and 3pm-7pm)

Criteria	Description	Points Possible	Responsibility	Methodology Notes
B-3 - Sidewalk connectivity	Most shuttle stops are provided on-street/in public right-of-way connected to sidewalks	0 - <60% of stops located on-street with sidewalk access 1 - 60-79% of stops located on-street with sidewalk access 2 - >80% of stops located on-street with sidewalk access	Photos of individual stops and sidewalk access provided by applicant	Shuttle stops located on public streets connected to sidewalks are more accessible and attract a wider range of riders. Applicants should provide a map with proposed stop locations annotated. This rating should exclude the stop at the Caltrain/BART/ferry/regional bus transfer.
B-4 - Private sector match	Shuttle includes matching funds from the private sector	0 - No 1 - Yes	Funding plan provided by applicant	Private sector match may include direct contribution of matching funds or pass-through from city fees

**Table B.2 Weightings for Existing and New Shuttles**

Criteria	Max Raw Points from Table B.1	Adjusted Weighting for Existing Shuttles	Adjusted Weighting for New Shuttles
1.1 - Serves residents in a SamTrans Equity Zone	1	10	15
1.2 - Serves lower income riders	5	10	0
1.3 - Assessment of equity need	5	5	10
2.1 - Overlaps with existing bus/shuttle services	2	10	10
2.2 - Leverages matching funds	10	10	10
2.3 - Assessment of first/last mile need	5	5	5
3.1 - Daily ridership	5	10	10
3.2 - Productivity	5	10	10
3.3 - Cost Efficiency	5	10	10
3.4 - VMT Reduction	5	10	10
3.5 - Assessment of ridership growth potential	5	10	10
B.1 - Clean-fuel vehicles	1	1	1
B.2 - Off-peak service	1	4	4
B.3 - Private sector match	1	1	1
B.4 - Sidewalk connectivity	2	4	4
<b>Total Possible</b>	<b>58</b>	<b>110</b>	<b>110</b>

## C/CAG AGENDA REPORT

Date: November 28, 2022

To: Congestion Management and Environmental Quality Committee

From: Kim Wever, Transportation Program Specialist

Subject: Review and recommend Board approval of the San Mateo County Shared Micromobility Feasibility Study and Implementation Plan

(For further information, contact Kim Wever at [kwever@smcgov.org](mailto:kwever@smcgov.org))

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### RECOMMENDATION

That the Committee reviews and recommends Board approval of the San Mateo County Shared Micromobility Feasibility Study and Implementation Plan

### FISCAL IMPACT

The cost to develop the Study is \$99,994.

### SOURCE OF FUNDS

Federal Surface Transportation Program and local Congestion Relief Plan funds.

### BACKGROUND

Micromobility refers to services such as bikeshare and scooter-share, where users are able to check out various small and light-weight vehicles for short term use through a self-service rental portal. It has been envisioned as one of the tools to address first and last mile challenges, bridging the transportation gap between home and transit stations, and from transit stations to places of employment. Other benefits of micromobility includes reducing short distance vehicle trips and increasing transportation access. Micromobility was also one of the recommended programs in the Board adopted 2021 C/CAG Comprehensive Bicycle and Pedestrian Plan.

In December 2021, the Board approved a consultant contract with Alta Planning + Design to prepare the San Mateo County Shared Micromobility Feasibility Study and Implementation Plan (Plan).

Initial analysis that the consultant performed showed that a bikeshare and/or scooter-share program is feasible in San Mateo County. C/CAG staff also conducted an online survey between May and June of 2022, and received 154 responses from members of the community. The survey aimed to identify publics' interests, concerns, and recommendations related to the Plan. Although the survey is a small sample, the respondents expressed interests in using a bike share and scooter share program, and stated their preferences for a hybrid docked and dockless program.

In addition to the survey and feasibility analysis, the team developed the program goals and performance measures with the help of the Ad Hoc Advisory Group. The project team also researched best practices



and identified peer systems that are the most applicable to a future system in the County. The study has recommended a multi-jurisdictional shared micromobility pilot program in the County. The proposed pilot duration is one to two years with possible one-year extension. The consultant recommended making e-bicycles as the primary shared vehicle in the program. The program recommendations section of the Draft Plan (Attachment 2) describes the key considerations for how such a program should be governed and structured. The program guidelines section of the Draft Plan (Attachment 2) lists the proposed vendor requirements that will be used to develop procurement materials for a single vendor to operate the micromobility program in the County.

Throughout the planning process, the team has presented updates to the Ad Hoc advisory group, the Bicycle and Pedestrian Advisory Committee (BPAC), the Congestion Management Program Technical Advisory Committee (TAC), the Congestion Management and Environmental Quality (CMEQ) Committee, and the C/CAG Board of Directors. Additionally, the team conducted individual interviews with six local jurisdictions (Cities of Burlingame, Millbrae, Redwood City, San Mateo, South San Francisco, and County of San Mateo) and six partner agencies (Caltrain, Commute.org, Joint Venture, SamTrans, San Mateo County Transportation Authority, and Silicon Valley Bicycle Collation) to engage their interest and participation in a multi-jurisdictional program.

### *Recommendations*

The Plan Executive Summary (Attachment 1) provides an overview of the project and proposed recommendations and implementation. The project team has refined the recommendation as follows:

- **Pilot Location**

The study identified five potential pilot locations based on the criteria of 1) equity focus areas, 2) proximity to transit, 3) proximity to barriers, and 4) estimated micromobility demand. One of the identified locations, Millbrae/Burlingame, is implementing its own micromobility program.

The original recommendation was to select one of the five pilot sites to launch the program. After discussion with the project team, the revised recommendation is for the pilot to take place at the Daly City, Broadmoor and Colma area, in addition to the locations of Redwood City and North Fair Oaks. This refinement enables the team to examine potential demand in both the northern and southern part of the County. The team has been in active discussions with these aforementioned jurisdictions to assess levels of interest and to gather support. C/CAG staff has presented at City Councils meetings, and will continue to engage with key stakeholders.

It is expected that users would be able to check out micromobility devices in core areas such as downtown and near train and BART stations. Users can then utilize the e-bicycles and/or scooters generally within the limits of the jurisdictions.

- **Governance Committee**

The study recommends establishing a governance committee comprised of staff from the participating pilot jurisdictions, the program manager and any other key stakeholders as needed. The Committee will establish the basic framework of a governing body. The Committee will review and agree on the vendor procurement scope, and the vendor selection approach. This body would also serve as a venue to discuss program issues, share lessons learned, and resolve problems.

- **Program Manager**

The team is recommending C/CAG to lead the program given the agency's countywide program scope, its proven ability to build consensus with partners across jurisdictional boundaries, and

general support from the C/CAG Board on the project concept and the program's ability to reduce vehicle miles traveled. At some point, success in shared micromobility will depend on having programs that operate on a larger scale across multiple jurisdictions, and C/CAG has strengths in multi-jurisdictional programs.

It is important to note that additional staff and financial resources would be required to manage the program, and the program success is not guaranteed. The design and implementation of shared micromobility programs is still a work in progress in the Bay Area and throughout the nation.

The major costs are staffing costs to manage the program and an operator subsidy to support the equity components. The study estimated that at least one new full time equivalent staff will be required to manage the program, and that the Agency may need to provide the operator a subsidy of approximately \$100,000 to guarantee equity pricing program, a cap on user fees or other geographic operating requirements. In addition, prior to the pilot's official start, C/CAG will likely need some consultant assistance with the governance committee and the development of the procurement documents.

### *Final Plan*

The Draft Plan was available for public review from October 13, 2022 to November 7, 2022. The team has received comments from Committee Members as well as multiple groups, including the Silicon Valley Bicycle Coalition, Commute.org, Midpeninsula Open Reserve, and Thrive Alliance. Some of the key comments were:

- Providing more details on equity program recommendations, such as equity pricing and adaptive vehicles;
- Expanding on the scope and tasks of the Governance Committee;
- Ensuring that public outreach takes place during the planning and procurement process; and
- Recommending that the operator to facilitate education and engagement events, particularly in underserved communities and equity priority areas.

Given the Committee's ongoing involvement with the project and previous review of all deliverables, staff recommends that the Committee recommends C/CAG's Board approval of the San Mateo County Shared Micromobility Feasibility Study and Implementation Plan. The C/CAG Board is expected to adopt the final Plan at its December meeting.

### **WEB ATTACHMENTS**

1. Draft San Mateo County Shared Micromobility Feasibility Study and Implementation Plan Executive Summary
2. Draft San Mateo County Shared Micromobility Feasibility Study and Implementation Plan (*will be available online at <https://ccag.ca.gov/committees/congestion-management-and-environmental-quality-committee/>*)

## I. Executive Summary

### Introduction

#### What is Shared Micromobility?

Shared micromobility is an umbrella term for lightweight, human or electric-powered vehicles that are operated as a fleet and can be accessed by the public to use. While many forms of micromobility vehicles exist, this study focuses on bikes, e-bikes, and e-scooters, which are the most common form of shared fleets. Shared micromobility services have expanded across the world. Their technologies and ownership structures have rapidly developed and evolved in the past 5-10 years. In 2021, 128 million trips were taken via shared micromobility in the North America.<sup>1</sup> Shared micromobility services changed significantly in 2018, with the widespread launch of scooter share systems in around 100 U.S. cities. Scooters accounted for 62.2 million trips in 2021.

#### Project Purpose

The City/County Association of Governments of San Mateo County (C/CAG) collaborated with local stakeholders to define what a successful shared micromobility program would look like for San Mateo County and to determine the feasibility of developing one. The existing status quo requires individual jurisdictions across San Mateo County to develop their own shared micromobility programs and guidelines. This study aims to define what a coordinated, proactive approach to shared micromobility could look like in San Mateo County.

#### Project Process

The study incorporated multiple analyses to evaluate the feasibility of a shared micromobility program in San Mateo County. Throughout the process, the project team worked with an Ad Hoc Advisory Group and various stakeholders to ensure the study reflected the values of the community. The process included:

- **Would shared micromobility work in San Mateo County?** Examining seven key factors known to influence program feasibility to better understand fatal flaws and/or significant barriers to implementing a shared micromobility program in San Mateo County.
- **How would shared micromobility fit into the San Mateo County context?** Analyzing local and regional policy and data to determine the transportation challenges and opportunities that a shared micromobility could address.
- **What would success look like for a program in San Mateo County?** Working with stakeholders to establish a vision, goals, and objectives that articulate what outcomes a shared micromobility program would need to support.
- **How would a shared micromobility program develop in San Mateo County?** Recommending a program structure and guidelines for implementation that best fit the context and resources of partnering agencies in San Mateo County.

### Program Vision & Goals

#### Vision Statement:

*A shared micromobility program in San Mateo County will provide residents and visitors—including low-income individuals, communities of color, persons with disabilities, and other historically marginalized communities—with an affordable, convenient, and sustainable transportation option that reduces vehicle miles travelled, connects communities to destinations across the County, and seamlessly integrates with transit.*

#### Program Goals:

- **Replace Motor Vehicle Trips**
- **Integrate with Transit**
- **Ensure the Program Benefits Everyone**
- **Enhance Mobility Options for Local Residents**
- **Create a Cost-Effective and Self-Sustaining Program**
- **Support Economic Development**
- **Generate Positive Public Perception about the Program**
- **Support Tourism Opportunities**

<sup>1</sup> NABSA. "Shared Micromobility State of the Industry Report 2021". <https://nabsa.net/2022/08/03/2021industryreport/>

## Program Feasibility

Many factors influence the level to which a shared micromobility program is feasible, and more specifically, whether a program that meets the local community's vision and goals is feasible. Based on the results of multiple analyses, or feasibility factors, the project team concluded that a shared micromobility program **is feasible** in San Mateo County. The feasibility factors, listed below, include qualitative analyses to better understand how a program might achieve its goals and to identify fatal flaws and/or significant barriers to implementing a shared micromobility program in San Mateo County.

### Feasibility Factors

- **Planning and Policy Review:** Do existing plans and policies allow or recommend shared micromobility?
- **Demand Analysis:** Are there multiple areas around the county where share devices would likely be used?
- **Barriers Analysis:** Would users have viable routes/connections to travel on?
- **Equity Analysis:** Could a program benefit people with low-incomes and in communities of color?
- **Program Opportunity and Resource Analysis:** Are there sufficient resources available for the management, vendor equipment and operations, and funding of a program?

## Program Recommendations

The recommendations apply best practices and lessons learned from peer programs to 1) create a program that is best positioned to achieve the vision and goals and 2) to leverage the county's strengths and adjust for challenges identified in the feasibility analysis.

While San Mateo County could elect to move forward with a structure other than the proposed, there are several negative governance outcomes of continuing with the current micromobility status quo. Individual jurisdictions would have to bear all procurement, management, and oversight responsibilities for a local program, resulting in an increased and redundant workload burden on jurisdiction staff. Jurisdictions would have no established regulatory or procurement standards from which to build their micromobility program. Individually, each community may struggle to attract the same number and quality of vendors as a multi-jurisdictional program. Additionally, jurisdictions and vendors would have no mechanism for coordinating planning, procurement, and negotiations and there would be no structure to manage or address inter-jurisdictional micromobility issues. The results would be a fragmented micromobility market where users may be restricted to making trips within a specific town or city, users may have to switch between operators based on where they are travelling, and users have less predictability regarding user pricing and riding rules.

### Governance and Management Recommendations

- Establish a multi-jurisdictional program with a single program manager responsible for procurement and contract management.
- The recommended program manager is C/CAG given the agency's countywide program scope, its proven ability to build consensus with partners across jurisdictional boundaries, and general support from the C/CAG Board on the project concept and the program's ability to reduce vehicle miles traveled.
- Contract out to one or more private, third-party operators.
- Management and oversight responsibilities would be the responsibility of a single organization as the program manager, with support from other organizations in specialized roles.
- Individual jurisdictions could opt into the program with the flexibility to dictate certain operating requirements, such as no-ride areas, speed limited areas, and restricted parking areas. Jurisdictions will retain the ability to fine the operator or impound vehicles in instances of violations. Ideally, any day-to-day operational issues will be handled by the vendor with oversight from the program manager.
- Establish a governance committee composed of participating jurisdictions, the program manager and any other key stakeholders as needed. This body would be a venue to discuss program issues, share lessons learned, and resolve problems.

- Establish a process for escalating complaints and issues, creating a clear chain of command for any operational issues and complaints

### System Type Recommendations

- E-bikes are the primary vehicle type, with the option to include manual bikes and/or e-scooters as determined by individual jurisdictions.
- Hybrid or dockless system types are preferred given their ease of implementation and flexibility of operations when considering a pilot program. However, the results of the feasibility analysis, best practices memo, and goals of the program indicate that multiple system types could be successful in San Mateo County. The peer system comparison showed a hybrid, docked, and/or dockless system can be successful for a regional program. The system type, therefore, will depend on level of funding available and interest from operators.

### Costs & Funding Recommendations

- Through a competitive Request for Proposal (RFP) process, procure a private operator responsible for self-financing and operating the system.
- Public costs would be limited to the cost of procurement, oversight, and contract management. These costs could be partially recouped through a permit fee.
- Provide program funding or a program subsidy in return for operator guarantees such as the equity pricing program, caps on user fees, or certain geographic operating requirements.

### Plan Development Recommendations

#### Phase 1 Pilot Program

The San Mateo Shared Micromobility Feasibility Study proposes a Phase 1 Pilot Program that would run for one to two years, with participating jurisdictions committing to stay within the program through the duration of the pilot. The study identified five potential pilot locations (see **Map 1** below) based on an analysis of high demand areas, equity focus areas<sup>2</sup>, and the opportunity to connect across jurisdictional boundaries. The two locations recommended for the pilot are Daly City, Broadmoor, and Colma, and Redwood City and North Fair Oaks based on their close proximity to high frequency transit locations, the ability to serve a large population in an equity priority community with limited access to vehicles and high reliance on transit. Each pilot program should have a minimum of 500 vehicles and 50 stations/hubs (if a docked or hybrid system is chosen). This would include 1.6-2.0 designated parking spots per bike and 16 hubs per square mile in high density locations. The three additional areas identified as candidates for a pilot program include: Pacifica, South San Francisco, and San Bruno; South San Francisco and Unincorporated San Mateo County; and Millbrae and Burlingame.

#### System Expansion

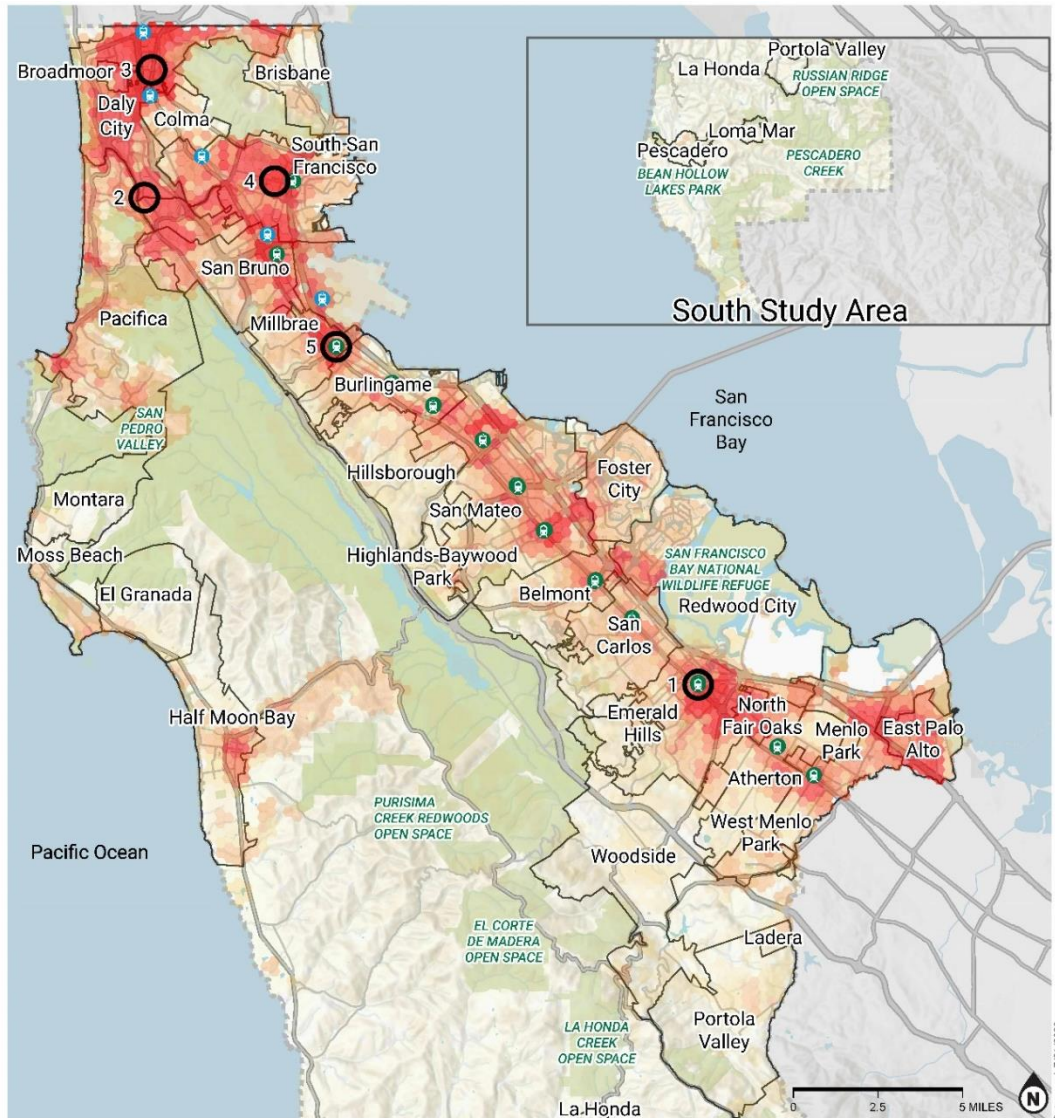
The pilot is an opportunity to test and refine the multi-jurisdictional micromobility management approach. At the end of the pilot period, the study team envisions that revised recommendations and program management structure may be adopted to incorporate lessons learned from the pilot. The system should expand beyond the initial Phase 1 Pilot Program service area based upon factors such as ridership, funding, infrastructure, new indicators of demand, and political will/agency capacity. Following the pilot program, with the multijurisdictional contract in place, the program manager should work with the operator(s) to develop satellite programs at coastal communities, with consideration for alternate service models, such as reduced user fees and/or long-term lending.

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<sup>2</sup> Equity Focus Areas are consistent with the methodology used in the 2021 C/CAG San Mateo County Comprehensive Bicycle and Pedestrian Plan and includes metrics such as share of the population that is non-white, median household income, housing and transportation cost burden, and share of households who do not own cars.

## Program Guidelines & Requirements

An RFP for shared micromobility will lay out guidelines and requirements for the program that the selected vendor must follow. The San Mateo County Shared Micromobility Feasibility Study offers recommendations for common elements that will be included, such as type of vehicles permitted, rider age restrictions, and contract length.



### PROSPECTIVE PILOT AREAS

SAN MATEO COUNTY  
SHARED MICROMOBILITY  
FEASIBILITY STUDY



### PILOT STUDY RECOMMENDATIONS & SCORE

- Pilot Study Recommendations
- Higher Score
- Lower Score

### DESTINATIONS + BOUNDARIES

- BART Station
- Caltrain Station
- County Boundary
- San Mateo County City Boundaries
- Water
- Park

MAP 1

Data provided by the 2021 CAG Comprehensive Bicycle and Pedestrian Plan (2021), Caltrans State Highway Network (2021), San Mateo County GIS Open Data (2021), ESRI Living Atlas (2021), American Community Survey 5 Year Estimates (2019), Longitudinal Employer-Household Dynamics (2019), Bureau of Transportation Statistics Docked Bikes/Ridership (2021), US Environmental Protection Agency Smart Location Database (2021), and OpenStreetMap (2021).

**C/CAG AGENDA REPORT**

**Date:** November 28, 2022

**To:** Congestion Management and Environmental Quality Committee

**From:** Sean Charpentier, Executive Director

**Subject:** Review and recommend approval of the revised composition of members and voting roles on the Congestion Management and Environmental Quality (CMEQ) Committee to include one representative from the San Francisco Bay Area Rapid Transit District (BART).

(For further information contact Sean Charpentier at [scharpentier@smcgov.org](mailto:scharpentier@smcgov.org))

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**RECOMMENDATION**

That the Committee review and recommend approval of the revised composition of members and voting roles on the Congestion Management and Environmental Quality (CMEQ) Committee to include one representative from the San Francisco Bay Area Rapid Transit District (BART).

**FISCAL IMPACT**

There is no fiscal impact related to this item.

**SOURCE OF FUNDS**

Not applicable.

**BACKGROUND**

The Congestion Management & Environmental Quality (CMEQ) Committee provides advice and recommendations to the C/CAG Board of Directors on all matters relating to traffic congestion management, travel demand management, coordination of land use and transportation planning, mobile source air quality programs, energy resources and conservation, and other environmental issues facing local jurisdictions in San Mateo County.

In 2017, the C/CAG Board of Directors approved Resolution 17-03 that codified the composition of the CMEQ committee and voting procedures. The CMEQ committee is composed of 9 elected seats, plus one seat each from the following: business community; environmental community; agencies with transportation interests; San Mateo County Transit District (SamTrans); Joint Powers Board (Caltrain); Metropolitan Transportation Commission; and one general public member. It should be noted that the SamTrans and Caltrain seats are non-voting seats. See Attachment 1 for the current CMEQ roster.

BART and SamTrans submitted project applications for OBAG 3 funding earlier this year. As part of the process, BART expressed an interest in increasing its engagement and collaboration in San

Mateo County. BART plays a major role in the transportation system in San Mateo County. There are six BART stations that connect to 4 BART lines, including two that extend to Millbrae/SFO.

At the October 31, 2022 CMEQ meeting, C/CAG staff discussed with the CMEQ Committee the possibility of adding a BART seat to the CMEQ Committee. It is anticipated that if BART were to be added to the CMEQ Committee, it would be a non-voting seat similar to those held by Caltrain and SamTrans. Committee members were generally supportive of adding a non-voting seat to include BART to the CMEQ Committee.

Staff recommends that the Committee review and recommend C/CAG Board approval of the revised composition of members and voting roles on the Congestion Management and Environmental Quality (CMEQ) Committee to include one representative from BART. Changes to the composition of the CMEQ Committee would require a rescission to Resolution 17-03 and adoption of a new resolution which is expected to be considered for approval by the C/CAG Board at its December meeting. Attachment 2 has a draft redlined update of Resolution 17-30. BART District 9 Director Bevan Dufty has expressed an interest in representing BART on the CMEQ committee.

#### **ATTACHMENTS**

- 2022 Committee Roster
- Draft redlined update of Resolution 17-03



## CMEQ Roster

Chair: Mike O'Neill  
 Vice Chair: Jessica Alba  
 Staff Support: Jeff Lacap ([jlacap@smcgov.org](mailto:jlacap@smcgov.org))

<b>Name</b>	<b>Representing</b>
Emily Beach (Burlingame City Council Member)	Elected Official
Rick Bonilla (San Mateo City Council Member)	Elected Official
Mike O'Neill (Pacifica City Council Member)	Elected Official
Diana Reddy (Redwood City Council Member)	Elected Official
Dick Brown (Woodside Town Council Member)	Elected Official
Reuben Holober (Millbrae City Council Member)	Elected Official
Tom McCune (Belmont City Council Member)	Elected Official
Patrick Sullivan (Foster City Council Member)	Elected Official
Gina Papan (MTC Commissioner)	Metropolitan Transportation Commission (MTC)
Lennie Roberts	Environmental Community
Jessica Alba	Public Member
Peter Ratto	San Mateo County Transit District (SamTrans)
Juan Salazar	Business Community
Deborah Penrose	Agencies with Transportation Interests
<i>Vacant</i>	<i>Elected Official</i>
<i>Vacant</i>	<i>Peninsula Corridor Joint Powers Board (Caltrain)</i>

## RESOLUTION ~~17-03~~21-XX

**A RESOLUTION OF THE BOARD OF DIRECTORS OF THE CITY/COUNTY ASSOCIATION OF GOVERNMENTS OF SAN MATEO COUNTY, RESCINDING 17-03, ADOPTING THE REVISED COMPOSITION OF MEMBERS AND FORMAL VOTING ROLES OF MEMBERS OF ON THE CONGESTION MANAGEMENT AND ENVIRONMENTAL QUALITY COMMITTEE (CMEQ) TO INCLUDE ONE REPRESENTATIVE FROM THE BAY AREA RAPID TRANSIT DISTRICT (BART).**

**RESOLVED**, by the Board of Directors of the City/County Association of Governments of San Mateo County (C/CAG), that

**WHEREAS**, C/CAG is the designated Congestion Management Agency (CMA) responsible for the development and implementation of the Congestion Management Program for San Mateo County; and

**WHEREAS**, C/CAG's existing bylaws designate a Congestion Management and Environmental Quality (CMEQ) Committee; and

**WHEREAS**, in 2017, C/CAG approved Resolution 17-03 establishing the CMEQ roster; and

**WHEREAS**, in C/CAG would like to approve an updated resolution to include a non-voting seat for the Bay Area Rapid Transit Direct (BART); and

**WHEREAS**, the CMEQ Committee provides advice and recommendations to the C/CAG Board of Directors on all matters relating to traffic congestion management, travel demand management, coordination of land use and transportation planning, mobile source air quality programs, energy resources and conservation, and other environmental issues facing the local jurisdictions in San Mateo County.

**NOW THEREFORE BE IT RESOLVED**, that the Board of Directors of the City/County Association of Governments of San Mateo County hereby adopts the formal voting roles of members of the CMEQ Committee. The Committee shall have the following characteristics:

- Membership shall consist of:
  - Nine (9) voting seats occupied by elected officials from any jurisdiction within San Mateo County;
  - One (1) voting seat representing Metropolitan Transportation Commission (MTC);
  - One (1) voting seat representing the business community;
  - One (1) voting seat representing the environmental community;
  - One (1) voting seat representing agencies with transportation interests;
  - One (1) voting seat representing the general public;
  - One (1) non-voting seat representing San Mateo County Transit District (Sam Trans); ~~and~~
  - One (1) non-voting seat representing Peninsula Corridor Joint Powers Board (Caltrain); and-
  - One (1) non-voting seat representing Bay Area Rapid Transit District (BART).
- Quorum shall consist of a majority of the filled voting seats.

- There is no term limits on any of the seats.

PASSED, APPROVED, AND ADOPTED, THIS ~~89~~<sup>89</sup>TH DAY OF ~~FEBRUARY~~DECEMBER 20~~22~~<sup>22</sup>17.

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~~Alicia C. Aguirre~~Davina Hurt, Chair

## C/CAG AGENDA REPORT

Date: November 28, 2022

To: C/CAG Congestion Management and Environmental Quality (CMEQ) Committee

From: Jeff Lacap, Transportation Systems Coordinator

Subject: Review and approval of the 2023 CMEQ meeting calendar.

(For further information or response to questions, contact Jeff Lacap at [jlacap@smcgov.org](mailto:jlacap@smcgov.org))

### RECOMMENDATION

That the C/CAG Congestion Management and Environmental Quality (CMEQ) Committee review and approve the regular meeting calendar for 2023.

### FISCAL IMPACT

None

### SOURCE OF FUNDS

N/A

### BACKGROUND

The proposed meeting calendar for 2023 is as follows:

C/CAG Congestion Management & Environmental Quality Committee	
Mondays 3:00 p.m.	
January 30	July – No Meeting
February 27	August 28
March 27	September 25
April 24	October 30
May 22 (May 29 is Memorial Day)	November 27
June 26	December - No Meeting

All meetings are scheduled for the last Monday of the month except for May 22<sup>nd</sup>. Also, following the CMEQ committee's decision for past years, staff recommends to not schedule meetings for the months of July and December. It is noted that Yom Kippur falls on September 25, 2023, and staff requests that the Committee determine if the September CMEQ Meeting should be rescheduled.

Meetings begin at 3:00 p.m. and are currently held via Zoom Videoconference under AB 361. C/CAG staff are preparing to return to in-person committee meetings beginning in March 2023. In-person CMEQ Committee meetings are typically held in Conference Room C, San Mateo City Hall, with occasional alternative locations to be announced.

### ATTACHMENTS

None.